1986 DEVELOPMENT PLAN

SURVEY AND ANALYSIS

LAKE COUNTY & POLSON, MONTANA

THE KEN R. WHITE COMPANY, DENVER
Department Of Planning And Urban Studies

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A C K N O W L E D G E M E N T S

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T A B L E O F C O N T E N T S

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Introduction

The existing land use survey is an intermediate statistical element in the survey and analysis report. The findings, primarily statistical sums and relationships, do not have significant meaning in themselves, but rather, provide a base for comparisons and proposals for the future plan for the city, which is also expressed primarily as a land use map. The survey and analysis consists of a series of these technical studies and only the combination of them, along with community goals and objectives, has any meaning. The land use survey, the economic base study, the population study and the transportation study are inventories of, respectively, how the basic land resources of the city have been developed, how the city earns a living, who the people are who live here and how people and goods move around in the city.

Given the results of these inventories, some relationships can be established among them. Taking the economic base as a starting point when looking into the future, and assuming some future level of economic activity in terms of employment, population forecasts can be established. Given those figures, some estimates of the land use requirements can be made, using the present relationships between land use, employment and population and allowing some changes in the standards for the future. This is where the importance of historical trends is important. Given the gross quantities of land required, these can then be located in a land use plan, which might also include changes or shifts from the existing land use patterns.

The land use survey results will also be helpful to indicate where areas of uneven or inordinate relationships exist, such as where land valuations and building improvement values are sharply different, or where valuations indicate under or over development or where building conditions are poor.

The data in this section were gathered from two sources: A Ken R. White Company field survey of the entire city, parcel

by parcel, and a compilation of data from assessor cards by City of Polson personnel. The following information was gathered: Land use, off-street parking spaces, zoning, size in acres, land valuation, improvement valuation, type of building, age of building, number of stories, floor space, building condition and block numbers.

An existing land use map was made from The Ken R. White Company field survey.

Following compilation of the data from the two sources above, all of the information was transferred to computer cards. Computer programs were written to calculate the following types of information:

Summary

Block totals and a city total for the following items: Acres, land valuation, improvement valuation, square feet of building, total valuation, land value per acre, improvement value per acre, improvement value per square foot of building and the number of square feet of building per acre. See Computer Appendices Nos. 2 and 9.

City Use Totals

This program provides the same information as the Summary Program, but it is for land use totals only. See Computer Appendices Nos. 1 and 8.

Acres of Land Use by Zone District

This program totals the number of acres in each zone by land use for the city. See Computer Appendix No. 7.

Number of Land Uses in Each Zone District

Number of acres of each land use by zones for the city. See Computer Appendix No. 6.

Single Family Residential Floor Space

Number of dwelling units in each of three size categories, by block and city total. See Computer Appendices Nos. 3 and 10.

Building Age

Age of buildings by 10 year periods by block and city total. See Computer Appendices Nos. 4 and 11.

Building Condition

Condition of buildings (good, average and poor) by block and city or area totals. See Computer Appendices Nos. 5 and 12.

Definitions:

"Polson" - The City of Polson, within the City Limits

"Polson Environs" - The area around and excluding the City of Polson

"Planning Area" - The City of Polson and the Polson Environs

Findings

Polson in Relation to the Polson Environs

Agriculture is the primary use in the Polson environs; in Polson, the principal use is residential. The Polson environs has 30 times as many acres as Polson, yet, their land valuations are the same ($594,141 in the Polson environs and $580,056 in Polson). Average land value is higher in Polson. Improvement values are higher in the Polson environs, average building age is newer, average building condition is higher and average residence lot is larger. (See Tables 1 through 9).

The amount of residential land is greater in the Polson environs than in the city (city 177.6 acres, Polson environs 613.2 acres). There are, however, three times as many buildings in the city than in the Polson environs. Therefore, the average residential lot is larger in the environs than in Polson.

Because of the low land value per acre, the valuation to land area ratios are small in the environs.

In both the Polson environs and the city, the residences have the highest land values (city $292,160 - 50 percent of total land value; Polson environs $336,136 - 57 percent). The land value for environ businesses is less than half of that in the city (city $185,698; environs $52,744), yet, the environ businesses have four times as many acres as city businesses. The land values are higher in the central city.

Residences have the highest improvement values in both the environs and the city (city 62.9 percent of total improvement valuation; environs 70.5 percent). Businesses are next highest with 25.7 percent in the city and 9.6 percent in the environs. (See Table 3).

Average building value (improvement valuation per square foot of building) is highest in the environs (in all uses and overall average). In the environs, the areas of highest improvement valuation are adjacent to the city and east along the lake. This area near the lake is more developed than that land to the south. (See Table 5).

Building began later in the environs; the number of buildings built each decade has steadily increased. (See Table 8). The most recent building has been around the lake and the city boundaries.

Most buildings in the environs are in good condition and in average condition in the city. 52.5 percent of the buildings are in good condition in the environs and 70.8 percent are in average condition in the city. (See Table 9).

The majority of the residences in the environs and the city have an average amount of floor space. Average is 700 to 1,199 square feet or a house 30' x 40' = 1,200 square feet maximum or 25' x 28' = 700 square feet minimum. 87.7 percent of the buildings in the environs are over 700 square feet; 69.9 percent in the city.

City of Polson

This study is divided into: A Land Use Summary, A Land Uses by Zone Study, A Building Age Distribution Study and A Building Condition Study.

Land Use Summary

Sixty percent of the city is in residential use, 20 percent in vacant land and buildings, the remaining 20 percent is divided between commerce, industry and public uses.

The residences are scattered throughout the city; the businesses are mainly in the northwest portion of the city and industry is in the central part of the city.

Residences have the highest percent of the total land value - 50 percent; businesses are next with 32 percent. Average land value, however, is higher for businesses - $0.22/sq.ft. than for residences - $0.03/sq.ft.

Because of the large amount of residential land, average improvement value per land area is highest for businesses - $0.80. Next highest is industry - $0.43 and residences - $0.21. Residences have the largest percentage of the total improvement value - 62.9 percent, commercial is 24.7 percent and industry is 6.5 percent.

Industry has the highest average building value - $6.15. Average building value for residences is $2.54 and $2.03 for commercial.

Land Uses by Zone

This tabulation shows how effective the present zoning is. The permitted uses are compared with the actual uses in the district. The number of uses and the acres per use are the basis of comparison. (See Tables 10, 11, 12 and 13).

Uses permitted in the "A" District, semi-public uses and apartments are permitted in the "B" Residence District. Most uses are still single and two family residences. More apartments are in "A" Residence than in "B" District.

The "C" Commercial District permits all uses of the "A" and "B" Districts plus commercial and light manufacturing. Although 36 percent are commercial acreages, 30 percent is in residential acreages. This district has more apartments and trailers than either of the residence districts, but less acres devoted to them. The highest percentage of public use is in this zone.

The "D" Industrial District permits all uses except nuisance manufacturing and residences. Industrial uses have the largest percentage, with residential and commercial uses the next highest percentages. The residences in this district have a low improvement value, low square footage per residence, older building age and lower building condition (average to poor).

Building Age Distribution

There is no pattern to the building age distribution. The maps ordinarily show direction of growth. There is, however, no indication of growth patterns. Since the lake prevents growth north, growth has been south and west. (See Table 4).

Practically no buildings were built before 1910 (52 buildings). From 1910 to 1950 there was an increase in building, and from 1950 to 1960 a decrease.

Building age compared with zoning shows that "A" Residential Zone has the majority of the new buildings. The residential areas of new building have low land and improvement valuation per unit of land area because of the large size lots. The new buildings have an average amount of floor space (700 to 1,199 square feet).

Building Condition

The building condition is the assessor's rating and should reflect the real estate values. The largest percentage of the buildings are in the average category; the smallest percentage are in the poor category. The buildings rated poor are in the middle of the city; the buildings rated good are scattered throughout the city. (See Table 5).

Building condition and building age correspond. When compared with single family floor space, the buildings rated good have average amounts of floor space. The poor category corresponds with the lower amount of floor space.

In the high land and improvement value area (the central business district), though, the building conditions are average.

TABLE 1 -- LAND USE SUMMARY

Use	Polson Acres	Polson Percent	Environs Acres	Environs Percent
Residential	177.6	56.8	613.2	6.8
Commercial	19.1	6.1	90.6	1.1
Industrial	14.8	4.7	129.5	1.4
Public & Semi-Public Buildings	32.5	10.4	21.7	0.2
Public & Semi-Public Open Space (Parks)	9.9	3.2	170.0	1.9
Streets, Alleys & Railroads	0.2	0.1	295.0	3.3
Agriculture	0.0	0.0	6,194.4	68.4
Vacant Land & Buildings	58.3	18.7	1,536.2	16.9
TOTAL	312.4	100.0%	9,050.6	100.0%

TABLE 2 -- LAND VALUATION BY LAND USE

Use	Polson Amount	Polson Percent	Environs Amount	Environs Percent
Residential	$292,160	50.3	$336,136	56.6
Commercial	185,698	32.1	52,744	8.9
Industrial	8,439	1.4	2,239	0.4
Public & Semi-Public Buildings	26,184	4.5	0	0.0
Public & Semi-Public Open Space	1,663	0.3	679	0.1
Streets, Alleys & Railroads	480	0.1	4,039	0.7
Agriculture	0	0.0	110,254	18.5
Vacant Land & Buildings	65,432	11.3	88,050	14.8
TOTAL	$580,056	100.0%	$594,141	100.0%

TABLE 3 -- IMPROVEMENT VALUATION BY LAND USE

Use	Polson Amount	Polson Percent	Environs Amount	Environs Percent
Residential	$1,649,376	62.9	$ 995,113	79.5
Commercial	674,813	25.7	119,533	9.6
Industrial	169,965	6.5	43,124	3.4
Public & Semi-Public Buildings	93,949	3.6	0	0.0
Public & Semi-Public Open Space	6	0.0	4,956	0.4
Streets, Alleys & Railroads	0	0.0	4,033	0.3
Agriculture	0	0.0	84,727	6.8
Vacant Land & Buildings	32,617	1.3	0	0.0
TOTAL	$2,620,726	100.0%	$1,251,486	100.0%

TABLE 4 -- TOTAL VALUATION BY LAND USE

Use	Polson Amount	Polson Percent	Environs Amount	Environs Percent
Residential	$1,941,536	60.6	$1,331,249	72.1
Commercial	860,511	26.9	172,277	9.3
Industrial	178,404	5.6	45,363	2.5
Public & Semi-Public Buildings	120,133	3.7	0	0.0
Public & Semi-Public Open Space	1,669	0.1	5,635	0.3
Streets, Alleys & Railroads	480	0.0	8,072	0.4
Agriculture	0	0.0	194,981	10.6
Vacant Land & Buildings	98,049	3.1	88,050	4.8
TOTAL	$3,200,782	100.0%	$1,845,627	100.0%

TABLE 5 -- IMPROVEMENT VALUATION PER BUILDING SQUARE FOOT

Use	Dollars	
	Polson	Environs
Residential	$2.54	$ 3.38
Commercial	2.03	2.44
Industrial	1.03	11.77
Public & Semi-Public Buildings	2.30	0.00
Public & Semi-Public Open Space	0.00	4.82
Streets, Alleys & Railroads	0.00	2.29
Agriculture	0.00	2.97
Vacant Land & Buildings	1.03	0.00
AVERAGE	$2.15	$ 3.31

TABLE 6 -- LAND USE SUMMARY

Category	Polson	Environs
Acres	312.4	9050.59
Land Valuation	$ 580,056	$ 594,141
Improvement Valuation	$2,620,726	$1,251,486
Building Square Feet	1,216,515	377,728
Total Valuation	$3,200,782	$1,845,627
Land Value/sq.ft. of Land	$0.04	$0.00
Improvement Value/sq.ft. of Land	$0.19	$0.00
Total Value/sq.ft. of Land	$0.24	$0.00
Improvement Value/sq.ft. of Bldg.	$2.15	$3.31
Sq.Ft. of Bldg./sq.ft. of Land	$0.09	$0.00

TABLE 7 -- SINGLE FAMILY RESIDENTIAL FLOOR SPACE

No. of Sq.ft.	Polson No. of Bldgs.	%	Environs No. of Bldgs.	%
1200 and more	66	10.1	73	33.4
700 to 1199	392	59.8	119	54.3
Less than 699	197	30.1	27	12.3
TOTAL	655	100.0	219	100.0

TABLE 8 -- BUILDING AGE

Built During	Polson No. of Bldgs.	%	Environs No. of Bldgs.	%
1960-1966	80	9.0	64	21.5
1950-1960	119	13.4	103	34.6
1940-1950	205	23.1	73	24.5
1930-1940	152	17.2	29	9.7
1920-1930	169	19.1	15	5.0
1910-1920	109	12.3	9	3.1
1900-1910	47	5.3	4	1.3
Before 1900	5	0.6	1	0.3
TOTAL	886	100.0	298	100.0

TABLE 9 -- BUILDING CONDITION

Rating	Polson No. of Bldgs.	%	Environs No. of Bldgs.	%
Good	222	24.6	157	52.5
Average	640	70.8	140	46.8
Poor	42	4.6	2	0.7
TOTAL	904	100.0	299	100.0

TABLE 10 -- POLSON - NUMBER OF USES BY ZONE

Use	Zone A	B	C	D
1 & 2 Family Residential	368	221	90	12
Apartments & Trailers	9	8	14	0
Commercial	3	4	105	11
Industrial	1	1	1	18
Public	6	17	23	6
Agriculture	0	0	0	0
Vacant	60	57	18	24
TOTAL	447	308	251	71

TABLE 11 -- POLSON - PERCENT OF USES BY ZONE

Use	Zone A	B	C	D
1 & 2 Family Residential	82.3	71.7	35.8	16.9
Apartments & Trailers	2.0	2.6	5.6	0.0
Commercial	0.7	1.4	41.8	15.5
Industrial	0.2	0.3	0.4	25.4
Public	1.4	5.5	9.2	8.4
Agriculture	0.0	0.0	0.0	0.0
Vacant	13.4	18.5	7.2	33.8
TOTAL	100.0%	100.0%	100.0%	100.0%

TABLE 12 -- POLSON - ACRES OF LAND USE BY ZONE

Use	Zone A	B	C	D
1 & 2 Family Residential	95.99	52.51	12.28	3.05
Apartments & Trailers	7.65	3.51	2.51	0.00
Commercial	0.39	0.72	14.78	2.98
Industrial	0.16	0.20	0.35	14.06
Public	9.07	23.18	7.40	2.85
Agriculture	0.00	0.00	0.00	0.00
Vacant	22.79	17.89	8.39	8.09
TOTAL	136.09	98.04	45.75	31.07

TABLE 13 -- POLSON - PERCENT OF LAND USE BY ZONE

Use	Zone A	B	C	D
1 & 2 Family Residential	70.5	53.7	26.8	9.8
Apartments & Trailers	5.6	3.6	5.5	0.0
Commercial	0.3	0.7	32.3	9.6
Industrial	0.2	0.2	0.8	45.3
Public	6.7	23.6	16.3	9.3
Agriculture	0.0	0.0	0.0	0.0
Vacant	16.7	18.2	18.3	26.0
TOTAL	100.0%	100.0%	100.0%	100.0%

TABLE 14 -- POLSON - AVERAGE IMPROVEMENT VALUATION*

Use	Improvement Value/ Sq.Ft. of Land
Residential	$0.21
Commercial	0.81
Industrial	0.26
Public & Semi-Public Buildings	0.07
Public & Semi-Public Open Space	0.00
Streets, Alleys & Railroads	0.00
Vacant Land & Buildings	0.01
AVERAGE	$0.19

*Improvement valuation divided by square feet of land

TABLE 15 -- POLSON - AVERAGE LAND VALUE*

Use	Improvement Value/ Sq.Ft. of Land
Residential	$0.03
Commercial	0.22
Industrial	0.01
Public & Semi-Public Buildings	0.02
Public & Semi-Public Open Space	0.00
Streets, Alleys & Railroads	0.06
Vacant Land & Buildings	0.02
AVERAGE	$0.04

*Land valuation divided by square feet of land

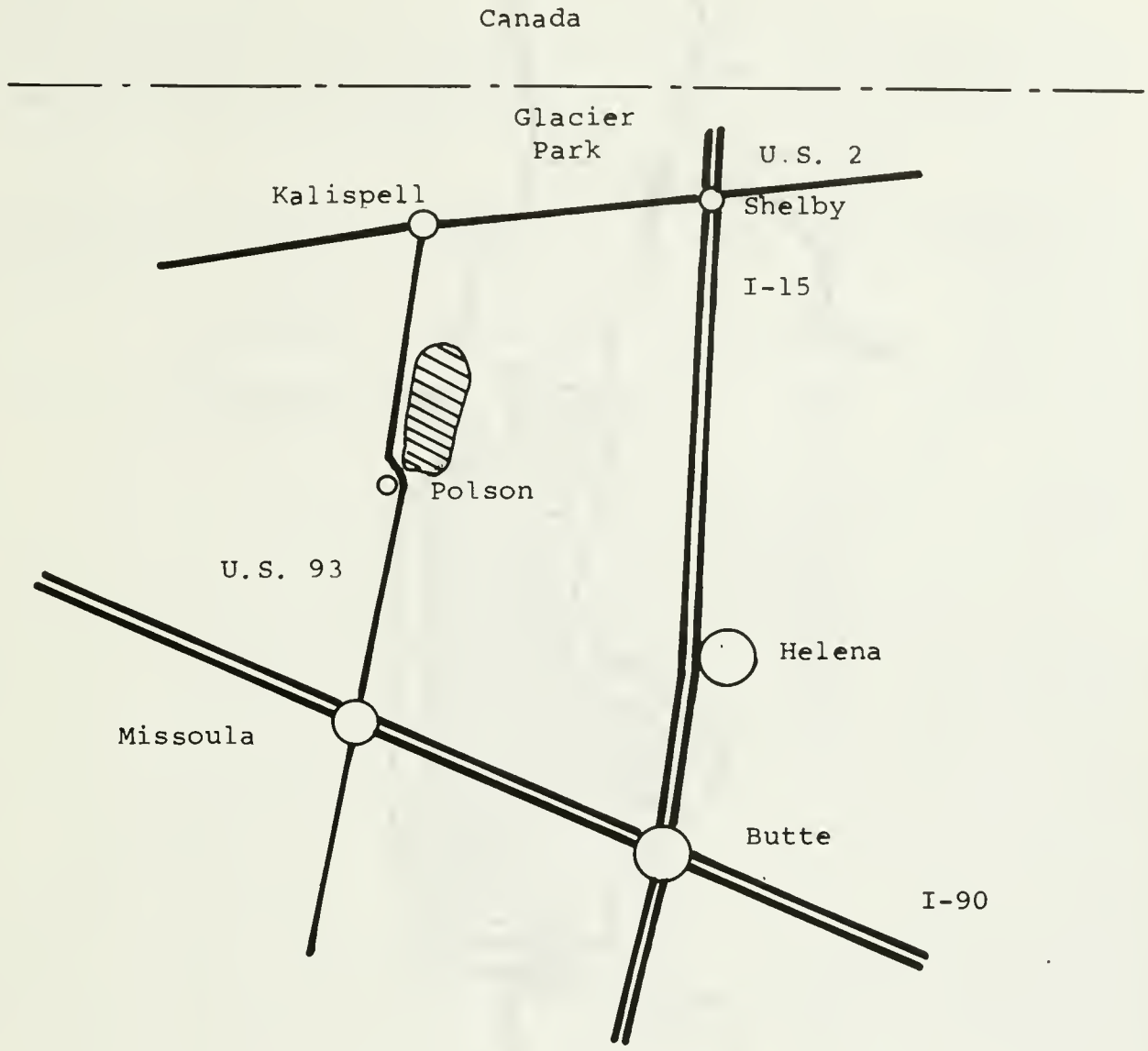
The following chapter presents some of the current information about the circulation system in and around Polson. As in the other chapters, the real significance of this information is in the plan-making phase. This chapter does not contain any solutions, but it does point out some of the considerations for transportation planning now and in the future. The chapter contains two sections; the first some tabular data on traffic volumes for time periods for the area in and around Polson, and second, some of the general considerations that have to be faced in the future.

Traffic in the Polson Area

The Polson area is shown on the following maps. The city is located at the south end of Flathead Lake on U.S. Route 93, which runs from Missoula to Kalispell where Route 2 leads to Glacier National Park. Missoula is located on Interstate 90 and Route 2 connects with Interstate 15 at Shelby.

The regional network does not seem to give Polson any very unusual locational advantages. As highways are improved even further, it will make the journey, especially for tourists, from one major location to another, that much quicker and eliminate the possibility of staying overnight at intermediate locations. Hence, from a regional point of view, Polson's potential tourists are primarily those who are going to stay in the Flathead Lake area, rather than those going somewhere else.

Within the Lake area and Valley, Polson has several locational advantages, namely its location where it can serve both sides of the Lake as well as the Valley. In addition, the highway network allows residents and businesses in the city to travel north or south and make easy connections with the Interstate system. Hence those services or goods not available in a city the size of Polson are at least within reasonable reach in the transportation system.



1986 DEVELOPMENT PLAN
POLSON PLANNING AREA

SCHEMATIC OF REGIONAL HIGHWAY SYSTEM
IN NORTHWEST MONTANA

PROJECT NO. MONTANA P-14 PREPARED UNDER CONTRACT FOR THE MONTANA STATE PLANNING BOARD AND THE POLSON CITY - COUNTY PLANNING BOARD. THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED.

HENRY R. WHITE COMPANY DENVER COLORADO
DEPARTMENT OF PLANNING
THOMAS E. KRISTOPEIT, DIRECTOR

1986 DEVELOPMENT PLAN
POLSON PLANNING AREA

SCHEMATIC OF HIGHWAY AROUND POLSON

PROJECT NO. MONTANA P-14 PREPARED UNDER CONTRACT FOR THE MONTANA STATE PLANNING BOARD AND THE POLSON CITY - COUNTY PLANNING BOARD. THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED.

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DENVER COLORADO

DEPARTMENT OF PLANNING
THOMAS E. KRISTOPEIT, DIRECTOR

One final advantage that Polson has is the newly expanded airport. The airport itself is well located on Route 93 and close to the Lake. As air travel, and particularly in smaller private planes increases, as it will, the advantages of the airport will become even more obvious. The potential impact of the airport should be given careful consideration in planning the development of the city.

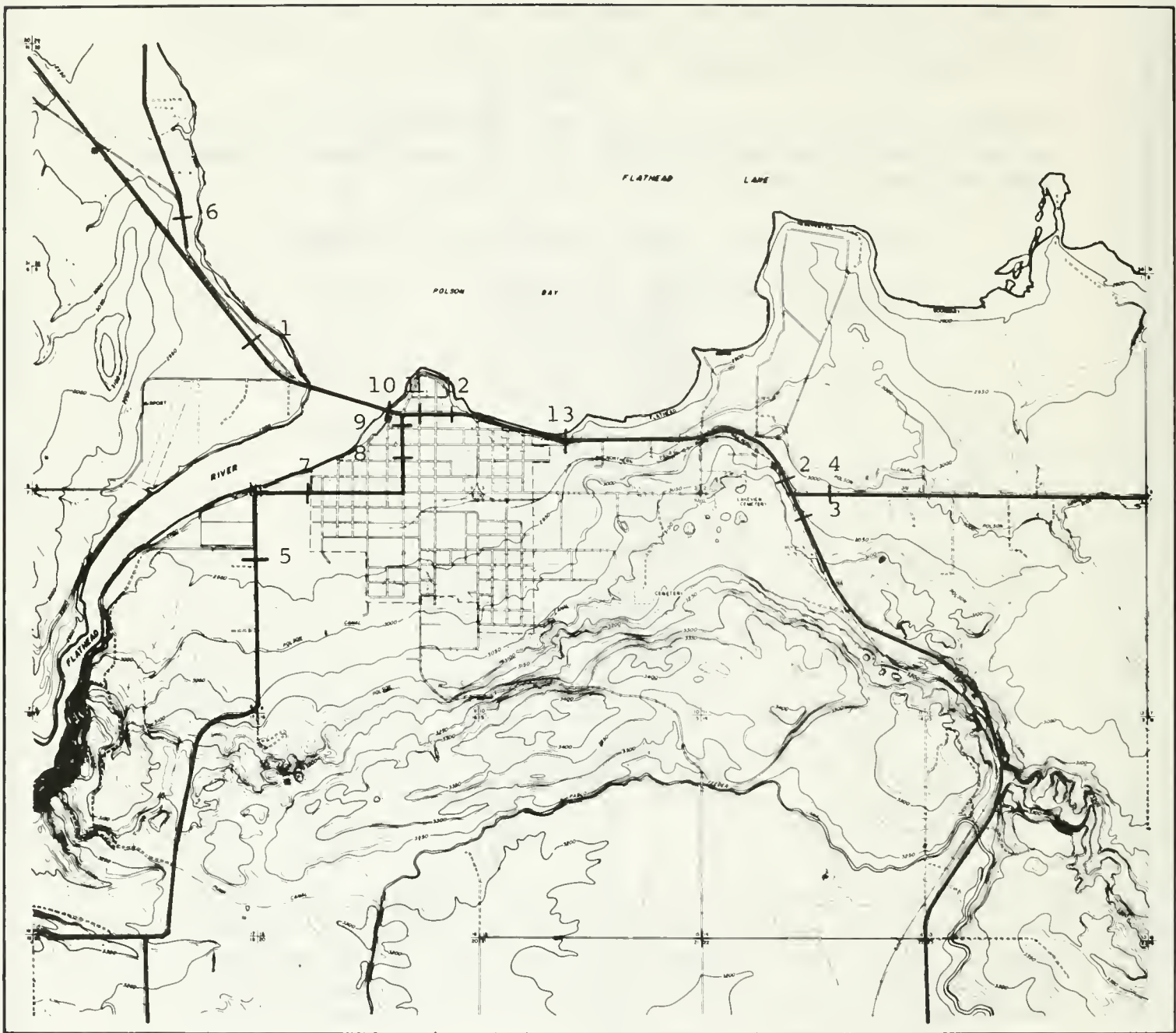
Traffic volumes in recent years for highways and arterials in the Polson area are shown in the following table. Counting stations are indicated on the following map.

POLSON AREA: AVERAGE ANNUAL DAILY TRAFFIC

Station	1963	1964	1965
1	1,221	1,391	1,469
2	3,041	3,141	3,398
3	2,534	2,658	2,868
4	1,579	1,693	1,723
5	434	538	509
6	347	300	250
7	-	542	-
8	-	3,741	-
9	-	4,227	-
10	-	1,929	-
11	-	3,917	-
12	-	3,591	-
13	-	3,141	-

As the table indicates, there has been steady growth in the general area of about 15 percent for all the major regional routes. While data for more than one time period are not available for the city, the figures for the area and routes surrounding the city would indicate that city traffic is increasing at about the same rate.

Based on the regional pattern of highways and the current growth trends, there should be no serious traffic capacity problems in the near future (to 1985) in the Polson area.



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PROJECT NO. MUNI-A90-P18 PREPARED UNDER CONTRACT FOR THE MONTANA STATE PLANNING BOARD AND THE POLSON-LAKE COUNTY PLANNING BOARD. THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE HOUSING AND HOME FINANCE AGENCY UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954 AS AMENDED

SCHEMATIC OF A.A.D.T. STATIONS

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NORTH

There probably will be some traffic control problems at heavy traffic periods such as at Christmas time and during the summer holidays. In the planning phase of the project, there will be some specific proposals and suggestions to minimize, if not eliminate, these occurances. These proposals may include, for example, more off-street parking spaces, traffic control devices and access policy.

Future Traffic Considerations

There are two major areas of concern for future traffic in the Polson area. The first is access to the college and the surrounding lands if they are developed; the second is internal circulation in the city when some new developments such as a civic center and a town access route to the college are required or built.

Pressure for access to the college will come from three main directions. The first is from the city where many working at the college will start their journey to work and where many will pass through on their way to the college if they live on the west shore of the lake. There will also be access pressures develop from the south, right off Route 93, where anyone coming to the college from the Valley will want to enter the campus rather than having to go to an east side entrance or to the city and then return. The other access pressure will develop from the east side, from the road to Big Fork. Anyone living on the east side of the lake will want access from the east.

The magnitude of these pressures will depend on the individual choices of the faculty for housing as well as the hiring policy and requirements of the college for non-academic employees.

In addition to the journey-to-work traffic, there will be at least some traffic from the students going to and from the city for some services as well as business traffic to and from the college. If the college successfully implements its proposed policy of extensive involvement both as an institution and with students in the affairs and service needs of the city, these activities will generate some traffic both from the college and from the city.

As is the case with most colleges, they frequently hold institutes, conferences and other meetings of businessmen, alumni,

professionals and other academicians during the school year and during the summer. Activities related to these functions will generate traffic in the city, particularly if needed services such as housing and dining are not provided on the campus. Even if they are, it will not be for many years, since the priority items in the campus development program are mainly academic buildings.

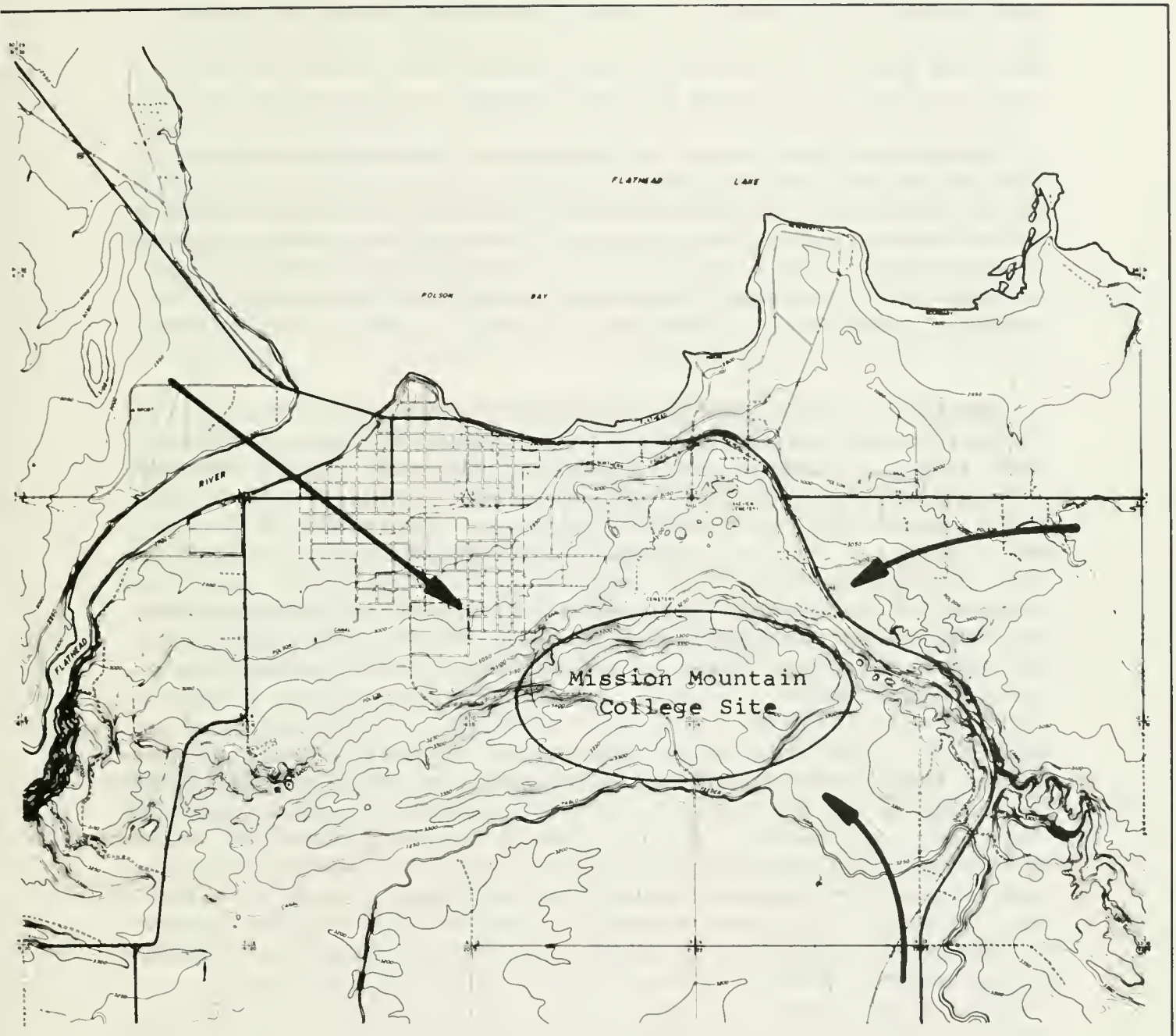
Finally, as the campus develops and the buildings are completed, there will be a considerable amount of truck traffic entering the campus daily for service and supply purposes. The magnitude of this will depend partly on the non-academic activities of the college or on the campus such as shopping, services and entertainment.

These pressures are shown schematically on the following diagram.

The campus traffic patterns that can be expected in the future are probably only a special case of general trends in the Polson area that are related to its development. These general trends can be divided into those more specifically related to the regional growth patterns, and those related more specifically to the development patterns in and around Polson.

The regional growth patterns, while not the subject of careful study during this survey and analysis, seem rather obvious. Growth around the sides of the lake will be the major portion of development in the two county area, Flathead and Lake. This growth will be a combination of summer residences, which may be made available for rental for some portion of the summer, or even spring and fall, and commercial residential developments, motels, lakeside cabin units and short-term lease apartments. As long-range travel becomes easier and less expensive in the United States, pressures for this kind of housing at relatively scarce locations on large inland bodies of water such as Flathead Lake will become greater every year. Studies in the Polson area as well as nationwide reports and analyses substantiate these projections.

Possibilities of population growth in the agricultural sections of the Valley are low, though growth in other areas south of the Flathead may generate traffic from the south. This traffic will also be increased if roads are improved and as the Interstate system is completed through Missoula.



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POLSON PLANNING AREA

PRESSURES FOR ACCESS TO MISSION MOUNTAIN COLLEGE, POLSON

THE KEN R. WHITE COMPANY DEPARTMENT OF PLANNING
DENVER, COLORADO THOMAS E. ARISTOPETIT, DIRECTOR

NORTH

What are the planning implications of these trends? Polson is the focal point for converging traffic patterns from three sides. Gradual growth in the volume of traffic in these corridors will require, in time, some modifications in the present handling of traffic. These increases should be expected and considered in the local plan development, particularly in the area along the highway going through the center of the city, and in the area of the north-south route to the college.

In addition to land uses and development patterns, parking and parking policies should be evaluated so that they can be utilized to increase the efficiency of the traffic system network. If the system cannot be utilized to the fullest extent through circumstantial treatment, such as parking and traffic control and regulation devices, then major modifications would be necessary and costly, in terms not only of money, but in the current investment in buildings and land.

In addition to the regional transportation considerations, there are some potential problems in the immediate planning area. As the college develops and as the area around the city develops with it, there should be some patterns or networks of roads established in the planning area. These should be the major arterial routes, some of which already exist. Development and access along them, while not to be limited, should be planned for in advance, so that alternatives can be developed and the paving programs or other improvements along the right-of-way can be established on a long-range basis instead of year-to-year basis.

Within the city itself, the pattern of streets is well established and growth within the developed area will not be changed to any great extent over the coming decades. Certain parts of the city, particularly in the central business district, around the court house (particularly if the old high school site is redeveloped for another public use) and high school site and the industrial section of the city, around the plywood factory, should be and will be the subject of careful study for long-range traffic implications.

Specific proposals for traffic and transportation planning will be contained in the Development Plan Report.

The basic objective of this section is to analyze past population trends in the Polson area and to forecast for the future the probable range of population for the same area. This is necessary because planning is primarily aimed at the development policies of the city as they are expressed in the location and size of public physical facilities. In planning these facilities, the first question to answer is how many people are we going to have to serve? We will attempt here to provide the answer.

There are some difficulties with past and present figures for population in the Polson area. Some figures are for the City of Polson, some are for the Polson Census Division of the county which is like a census tract and some are for the trading area of Polson. So, throughout the following section these distinctions must be kept in mind.

If we were to consider only the City of Polson, the population forecasting would be easy, since the city has a limited amount of space for residential use. That point of view would be rather useless, however, since it seems obvious that many of the planning questions to be answered in the development of a plan for the city and the area around the city demand a much wider point of view. These considerations will be expanded in later parts of this chapter.

The historical population figures for Montana and some Montana Counties are shown in Table 16.

The primary method used for forecasting the future population for the Polson area is the "shares method". This technique assumes that growth in one area is strongly influenced by growth of the next larger area. Briefly, this means that Polson's growth is related to Lake County's; that Lake County's growth is related to a region of Montana and that Montana's growth is related to the United States. Then working back, the population for the United States is established,

then some share of that for Montana, and right down to Polson. The critical point is whether the past shares will hold true in the future.

There are some other considerations, though, and they too have been weighed in making a population forecast for Polson. The establishment of a college and the general growth in recreation and tourism are strong factors, suggesting an accelerated rate of growth for Polson and the surrounding area.

As population changes over time, only two possible components change: natural increase and migration. Natural increase represents the difference between births and deaths in an area; net migration is the difference between those who move in and those who move out. Both of these factors are strongly influenced by economic opportunity in an area, that is, employment and income potential.

Birth rates have generally followed economic cycles as well as changing social and family values. The current birth rate trend is downward. This should be weighed, however, because the number of children ever born to women of child-bearing age is increasing. In other words, the decline in birth rates may simply imply a spacing of children and be only a temporary drop in the rate, while over a longer period, the rate may go up again once the period of adjustment is over. No current population forecasts assume an increasing rate in the next 20 years, however. Should the above speculation come true then, the estimates for the future will be low.

Migration has generally been the most important factor of growth in the west and south since 1945. However, Montana has had a net out-migration in the 1950-1960 decade with a total loss of 24,678. Thus, growth in Montana has been exclusively due to natural increase.

Population forecasts for the United States have been made by the U.S. Census and the National Planning Association, a private research organization. Both have followed the same general approach in making forecasts for the United States and in breaking that total increase down by regions and States. They have used the current birth rate to establish a "high" forecast and a declining birth rate for a "low" forecast. Interstate migration rates have been assumed for the low and the high birth rate figures. Another set of

rates have been assumed for a gradually declining migration rate in the United States. Thus, four figures have been established for various time periods, for the country as a whole, for the regions and for States.

Forecasts by the Bureau of the Census for Montana, which had a 1960 population of 675,000 persons, range from a high of 950,000 to a low of 853,000 for 1985. (See Table 16). The National Planning Association forecasts are higher with a high estimate of 1,150,000 for 1985 and a low of 950,000. Differences are due to variations in judgement by professionals about the economy, technology, social values and natural resources and exactly how they will affect us.

Taking somewhat of a middle figure, the 950,000 figure is a reasonable estimate for the 1985 population in Montana. If that is so, we can expect a net gain in the next 20 years, assuming the 1966 population of about 700,000, of about 250,000 persons. Where are they going to live in Montana?

In general, the larger areas have the best chance of getting a larger share of that additional population, as is evidenced by the great growth in the metropolitan areas in the country and the decline in population of most rural counties. In Montana, there are 10 cities over 10,000 people with a total population of almost 250,000 persons, or 35 percent of the State. There are over 400 small cities with a total population of just over 400,000, or an average of only 1,000 per city. Chances are, that over two-thirds of the population increase will occur in these 10 largest cities.

Lake County's population has been fluctuating since 1940 and is now (1960 figures) down a little from the 1940 figure, just over 13,000, and is also a smaller percentage of the State's population. That percentage has declined from 2.4 percent to 1.9 percent in 1960. Is that decline going to continue? Will it reverse?

Table 16 illustrates two sets of population forecasts, one for Lake County and another for Polson (city). Taking three figures for Montana's population in 1985, all of which are on the conservative side, and a range of shares for Lake County from the 1940 share to a continuation of the current trends which would go to about one percent in 1985, there are, at the right side of the middle column, various

projections for Lake County in 1985. These range from a high of 11,400 to a low of 1,500. The key question now is, which is it?

There are some other factors that might help us decide which of these estimates makes the most sense, or what the best narrow range of forecasts might be. One is a distinction between the City of Polson and the surrounding area. The City of Polson, with a 1960 population of about 2,400, is about two-thirds developed in terms of residential land utilization. There are approximately 60 acres of undeveloped residential land still available in Polson. Taking an average lot of about 10,000 square feet, 100 feet by 100 feet, there is still room in the city for approximately 250 families, or about 1,000 persons. That would make Polson's 1985 population a high of about 3,500.

The Polson Census Area has a 1960 population of 4,749 persons which increased from 4,021 in 1940; that is an increase of 728. (See Table 17). This is a 6.3 percent increase from 1940 to 1950, when the population was 4,284, and a 10.8 percent increase from 1950 to 1960.

The most unusual aspect of this is that the rate of increase has increased by over 70 percent! If this rate of increase were to continue over the next 20 or more years, the population would reach about 5,600 in 1970; 7,400 in 1980; 9,000 in 1985 and over 22,000 in the year 2000.

While the ends of the series look a little shocking and hard to believe, the beginning parts of the series seem to make some sense and are not really very unusual. With a 1985 population in the Polson area of only 9,000, all we have really done is double our population. Such an advance has been commonplace in this country in the past decades, why not in the future?

The picture gets complicated if we try to estimate the population of the city as its boundaries might change over the coming 20 years. Since this is so speculative and since there are other ways of handling the problem, we have not attempted to do that here.

What are some of the other considerations related to a population forecast for Polson and the surrounding area?

From an economic point of view, it would seem that a considerable increase in tourism as an industry could be handled with a small addition to the existing labor force. A few maids can handle many more hotel-motel rooms. A few more waitresses could handle the dining requirements. In addition, were these added workers needed, they would probably be hired from within the present labor force in the area.

What about the industrial employment? Even if this were to double, how many more workers would be added? There are about 450 manufacturing employees in Lake County. If half of these are in the Polson area and three-fourths of them are in productive jobs (i.e., not management), that would give us about 160 production workers and doubling it would add another 160 worker-familes or about 640 persons. Additions in the other service industries would also increase with increases in manufacturing, though probably not as much. Hence, employment forecasts for the area would not seem to indicate a growth of more than, say, a few hundred jobs, or roughly, that many families and perhaps a total of 1,000 more persons.

In sum, it would seem that the city could be safe in planning for no more than 1,000 persons within its present boundaries. That seems to be the physical limit as well as the economic limit.

Outside the City of Polson, in what we have called the Polson Environs in other chapters of this report, the population, which includes Polson, has been increasing at a rather solid pace. There seems to be more than one strong reason to suspect that this growth will continue in the future. One of the reasons is the development of Mission Mountain College. The impact of a college in an area is hard to estimate, but we do have some general indicators. The future enrollment of the college is supposed to be about 2,000 students and 1,000 graduate students. At a 20:1 ratio of students to faculty, there would be about 100 faculty members added to the community. In addition, there would probably be almost as many non-academic employees, for a total of about 200.

If you were to come to the city and work for the college, where would you want to live? Some are going to buy houses close to the college or in the city, or even rent them. These will be those without tenure at the college and will stay a few years and then move on. Others with tenure, and

perhaps older men, will want to build houses of their own design or choice in more permanent locations. These will look for choice spots overlooking the lake or close to it and distance from the college will be less important. In any case, the college will put additional population pressures on the Polson area, though the exact number is hard to estimate. Perhaps 100 families in the immediate area of the college is a reasonable number for the next 20 years.

In addition to college employees, there will be others attracted to the area simply because the college is there and they want to be near it. This should prove true for many who are considering retiring in the area, since the college is somewhat of a guarantee that there will be ample opportunities for them to meet people, take some classes or attend collegiate functions of all kinds. In short, it is a strong social point for them which is important in the latter phases of life, and particularly since it will be a younger crowd for the most part.

How strong the influence of this set of reactions will be is also hard to estimate, but it does seem to add reinforcement to the projected population figures for the Polson area.

In conclusion, the following general forecasts seem the most reasonable to us. The population of the City of Polson in 1985 will be about 3,500 persons (same boundaries as 1966). The Planning Area, which includes Polson and the surrounding area, should have a population of about 9,000 in 1985. One of the key problems will be how compact this population will be. In the plan-making phase, we will analyze in more detail circumstances that will indicate the most probable densities of population in the planning area.

TABLE 16 -- POPULATION ANALYSES

Montana* 1985	Lake County 1985	Polson 1985
High: 950,000	2.4% (1940) = 22,800	50% = 11,400
		33% = 7,600
		25% = 5,700
		(7)% = 4,000
	1.9% (1960) = 18,000	9,000
		6,000
		4,500
		3,200
	1.4% = 13,300 (1960)	6,630
		4,443
		3,315
		2,360
	1.0% = 9,500	4,750
		3,200
		2,375
		1,680
Medium: 900,000	1.9% = 17,100	17.7% = 3,000
Low: 850,000	2.4% (1940) = 20,400	10,200
		6,800
		5,100
		3,600
	1.9% (1960) = 16,000	8,000
		5,333
		4,000
		2,840
	1.4% = 11,900	6,000
		4,000
		3,000
		2,100
	1.0% = 8,500	4,250
		2,833
		2,125
*U.S. Bureau of the Census Forecasts		1,500

TABLE 17 -- HISTORICAL POPULATION CHANGES: LAKE COUNTY

YEAR	LAKE COUNTY	POLSON CENSUS AREA	POLSON
1960	13,104	4749	2314
1950	13,835	4284	2280
1940	13,490	4021	2156
1930	9,541	4397	----

Source: Bureau of the Census

In the age of specialization, areas as well as individuals have limited functions that they perform to earn income in order to purchase those commodities or facilities that they do not make for themselves. The more they earn, the more they can purchase or save. It is the general objective of the community to increase its ability to earn, to expand its opportunities for employment for a growing population and to increase its position among its neighbors, much like persons and families do. The Economic Base Study is primarily an analysis of what Polson does for a living, what its special functions and skills are in the larger economy of the region of which it is a part. It will also attempt to point out things that Polson, as a community and as a group of individuals, can do in the future to expand its economy and hence, increase its income. If the income of the community is increased, so is the income of the families and businesses and the government, resulting in what we generally call a "higher standard of living".

We do not, however, view man or the community in economic terms and the comments above, as well as those below, should not override the non-economic aspects of the planning program nor of the community. The pleasures of living in a community among family and friends, while enjoying a satisfactory level of living, cannot be amplified by a planning program. They can generally be assured of preservation, and often they can be extended to others without detractions from those already with them. By definition, however, the planning program is not directly concerned with these items.

The following chapter is specifically oriented toward developing some information and analyzing it in such a manner as to provide some general guidelines for community action in the future. These guides are generally related to physical development policies of the city, but include many non-physical items. We have not attempted to demonstrate nor list every possible thing that we can find about the economy

of the area, nor to perform interesting but non-useable calculations or analyses. We have also tried to put everything in ordinary language so that this document will be of interest, intelligibility and utility to as many members of the community of Polson as possible.

The two most general measures of an economy are employment and labor force, since they both include all sectors of all industries, businesses and services. There is an important difference between them, however. Employment figures for any given area, such as a county or city, include everyone who works in that area, regardless of his or her place of residence. Secondly, employment figures are broken down by industry, such as agriculture, mining, manufacturing and its various groups, services, trade, transportation and others. All persons working in those groups are classified accordingly, regardless of their position in the industry or skill level. Labor force figures measure workers in their area of residence, regardless of where they work and regardless of what industry they work in, and considers only their level or status as a worker, such as professional, technical, managerial, operative, foreman, laborer or unemployed.

In addition to these general measures of the economy, there are more detailed figures for each of the general sectors, such as agriculture, manufacturing, wholesale, retail and services.

As a rule, detailed figures are not available for Polson since many data series do not include areas with less than 2,500 persons. Therefore, we have had to use county data for most items and estimate the share of them for Polson, which we generally do on the basis of a share of the county's population. It is not as accurate as we would like, but it probably indicates accurately enough general trends and they are more important than detailed figures for planning purposes.

Our analytical approach is quite simple. First, we attempt to draw a picture of what has happened during the post-war era and we summarize those trends for the County and Polson and compare them with trends for the State and the Nation. Using National forecasts that are broken down for States and regions, we can compare these trends and characteristics with specific localized forecasts to see what changes probably will occur in the future. By comparing the future forecasts with

current characteristics, one can see what adjustments are required, for example, in labor force skills, manufacturing and other employment. One can also see where the most opportune areas of investment are for plant and equipment or merchandizing. These, in turn, can be translated into land use demands, for example, so many more acres of commercial space or industrial space can be used as guides for future land use development and control policies.

Further, employment potential is a major measure of potential population growth, and hence, given the number of workers and an indication of current percentage of the population working (called labor force participation ratio), one can also make a population forecast based on employment. This too, can be a guide for future residential land use demands. Since both labor force and employment categories have wage levels associated with each group, we can also estimate future wage levels and from that, the potential for retail sales and other businesses. By comparing the future with the present levels, we can estimate the general need for additional commercial space or suggest areas for expanded markets to local merchants.

All of these estimates will be general and probable and may not even be expressed in specific quantities, but only as increasing or decreasing and by approximately such a percent. We cannot predict the future, we can only estimate what <u>probably</u> will occur - that's a forecast.

Aside from these technical estimates, there are probably more important factors affecting the future. These are non-economic. Part of a planning program should include some suggestions for non-physical development policies, such as encouraging local investment, encouraging local shopping and encouraging agressive merchandizing. In a very real sense, what local leaders, public and private, do in these areas is probably more significant for the future of the city than what just might happen by probability.

The following pages discuss each of the general areas mentioned above. Tables are included in the text whenever complete statistical information seems important, otherwise they are at the end, with appropriate references.

Employment

Montana

Between 1940 and 1960, the total employment for the State of Montana increased 25 percent, while the population as a whole increased by only 22.8 percent. The total number employed in 1940 was 152,400 and in 1960, 163,207. There were some major shifts within the industries, however. Agricultural employment declined 33.1 percent and mining declined 49.9 percent. Forestry and fishing employment increased 71.7 percent, construction increased 67.2 percent and manufacturing as a whole 69.5 percent. Other groups that showed increases of between 100 and 200 percent (that is doubled or tripled in number of employes) were trucking, communications, business services, finance, insurance and real estate, educational services and welfare and hospitals. Groups that showed small gains included railroads, transportation, utilities, wholesale, food and eating, retail trade, repairs, personal services, entertainment, government education, public administration and the unreported or miscellaneous group.

There was also a major change in the number and percent of females employed. In 1940, female employment was only 17.5 percent of the total number employed or 32,264 compared to 184,664 males. In 1960, there were 68,063 females employed or 29.4 percent, and 231,270 males. Female employment increased in almost every field, but especially in construction; manufacturing; finance, insurance and real estate; business and repair services; private education and hospitals.

The increases in construction were probably due to the increasing businesslike trend in contractor operations, now utilizing more office machinery and data processing. Manufacturing gains were primarily in the durable goods area. Growth in the other areas, primarily the service group as a whole, probably reflects the growing tendency among women, whose families have grown-up and left home, to enter or return to the business world, even on a part-time basis. The figures do not reflect part-time employment; all jobs are counted in the same manner. The figures also do not correct for persons holding more than one job.

Lake County

Employment in Lake County in 1960 was at approximately the same level as it was in 1940. 1960 employment was 4,003 and 1940 was 3,838. In 1950, however, employment for the entire county was 4,504. Where have these losses occurred or what shifts have taken place?

There have been losses in agriculture, construction and in food and dairy businesses. Agricultural employment was 2,054 in 1940 and was still 1,909 in 1950, but by 1960 had dropped to 1,172, for a 20-year loss of 882 and a 1950-1960 loss of 737. Construction losses, not nearly as large as those in agriculture, were slight in the 1940's, dropping only 41 employees. The loss during the 1950's was another 79 employees, for a 20-year loss of 120. The food and dairy industry, while not having large numbers of employees, dropped about 40 percent from 1940 to 1960, from 106 employees to 61, and like agriculture and construction, most of that was in the 1950's. The total loss in employment in these three industry groups was 1,047 workers.

Seven major sectors of the economy showed gains in employment, however, over the 1940-1960 period. The largest gain was in manufacturing with an additional 276 workers in 1960 for a total of 437, or an increase of approximately 170 percent. The increase for the State was only 69.5 percent. The communications industry added 39 employees, from a practically non-existent status of only seven in 1940. Utilities were up from 41 to 87, but reached 134 in 1950 during a construction period. That was slightly more than a 100 percent gain. Eating and drinking, what you might generally call the "restaurant business" and a major measure of tourism in an area, added 62 employees for a 1960 total of 157. Retailing more than doubled, from 221 to 451. Finance, insurance and real estate showed a gain of 43, from 30 to 73, and 25 of those new jobs were held by women. The public sector also gained, in fact doubled, from 102 to 216.

Detailed figures for the specific groups of the manufacturing sector are available for Lake County only for 1960, so no comparisons are possible with previous years. Of the 437 employees in manufacturing, 343 are in lumber, 28 in food, 37 in printing and 29 in other manufacturing groups. Both the lumber and food industries gained in the State during the

1940-1960 period, lumber with an increase of 102.3 percent and food 46.7 percent.

In summary, the employment profile of Lake County has shifted from an overwhelming concentration in agriculture, that is, over 50 percent in 1940, to a more diversified and balanced picture in 1960. The new gains in the secondary and tertiary portions of the economy, manufacturing and services, represent general trends in the economy as a whole. While the area as a whole may still be characterized as agricultural, the primary portion of the economy, since even its manufacturing base is primary oriented (lumber), the trends evident in the last 20 years seem to indicate structural shifts that should be carefully evaluated in planning for the future.

Labor Force

Montana

The general trends in the labor force of the State as a whole closely parallel those of employment, in sofar as those two are comparable. There are nearly twice as many technical and professional persons in the State as there were in 1940 and 60 percent fewer farmers. Craftsmen and foremen have increased as well, and most of the other groups have remained about the same, both in numbers and in proportion or percentage. Figures are shown in Table 18.

Lake County

In Lake County labor force figures show most of the same things, with a substantial drop in the number of farmers and farm laborers; (See Table 19). Shifts in labor force are indicated by gains in professional, technical and kindred workers; managers; craftsmen; operatives; sales and clerical; and service workers. As in employment, the 1960 total is close to the 1940 figure and 1950 was a peak.

Since employment, labor force and population have all remained at about the same general total for 1940, 1950 and 1960, while shifts have occurred in the detailed breakdowns of the totals, several possibilities exist about the dynamics of the area's economy. The first is that, like the general trait of the Americans as a people, people in Lake County have adapted themselves to changing conditions. The farm laborer who was

good with machinery is now an "operative" on heavy machinery for a construction company; the one good with tools is now a craftsman. With their families grown-up and farming increasingly mechanized, rural wives have gone to work in a wide range of endeavors to help educate their children or finance long awaited improvements to the house, or even to buy a new one. The clamor for open-space and recreation has opened up opportunities for new employment without requiring substantial training or skills for service workers. While the number of farmers and farms have dropped, the agricultural base is probably better as larger farms with more machinery, more science and a more diversified operation now characterize the Valley.

TABLE 19 -- LABOR FORCE: LAKE COUNTY, 1940-1960

	1960	1950	1940
Professional, Technical and Kindred	366	316	243
Farmers	743	1,333	1,399
Managers	401	344	308
Clerical	319	201	276
Sales	196	196	
Craftsmen	437	405	236
Operatives	423	293	280
Private Household	108	60	79
Service Workers	314	280	139
Farm Laborers - Farm	418	270	393
Farm Laborers - Non-Farm		290	206
Laborers	206	265	252
Not Reported	72	251	27
TOTAL EMPLOYED	4,003	4,504	3,838

Major Gains -	Professional, Technical and Kindred	+ 123
	Managers	+ 100
	Craftsmen	+ 200
	Operatives	+ 143
	Service	+ 180

TABLE 18 -- LABOR FORCE: MONTANA, 1940-1960

	1960		1950		1940	
	Male	Female	Male	Female	Male	Female
Professional, Technical and Kindred	14,706	11,221	10,767	8,327	8,162	7,115
Farmers	24,421	838	33,537	780	37,233	983
Managers	19,400	3,782	17,477	3,226	15,005	2,302
Clerical	8,171	18,895	8,222	12,470	6,748	6,521
Sales	9,085	6,066	8,331	5,073	7,651	2,834
Craftsmen	27,925	489	26,014	424	17,575	152
Operatives	24,038	2,840	23,927	2,453	22,790	1,498
Private Household	210	5,082	142	2,570	58	3,990
Service Workers	8,969	14,622	8,944	9,554	6,907	5,818
Farm Laborers	11,401	1,013	16,663	2,328	19,627	318
Laborers	11,038	208	13,492	294	9,788	87
Not Reported	3,843	3,007	2,099	1,066	856	646
TOTAL EMPLOYED	163,207	68,063	169,615	48,565	152,400	32,264

The second possibility is that as times have changed, people have moved in and out of Lake County and Polson. There is surely some of this, and the magnitude of it will be discussed at more length in the chapter on population. While the statistics will provide some general information, merchants, bankers and professionals in the area will probably have a more detailed knowledge of it from their customer and client records.

There are some possibilities in the investment patterns in the area too, about which we have no figures. Twenty years ago, there were no motels; there might have been some "cabins" for travellers. Office machinery and medical equipment were limited to a few basic items. Household "equipment" (appliances) was also limited to a few major items.

Loans and mortgages were small, hard to get and generally considered undesirable and should be eliminated as soon as possible. Tools were primarily manual and the "ear" was often the only gage of mechanical troubles.

Now what do we have? Vending machines, electronic test equipment, electric can openers and dishwashers, as well as instant pictures are all commonplace. They are all part of new investment patterns by homeowners, businessmen and professionals. They require, frequently, new types of buildings and services, skills and power. They have changed our daily routines, our ways of thinking about things and our control over our activities and environment and generally increased the pace and expanded the scope of our lives.

These few reminders of what has occurred, as well as the statistics previously given, illustrate the dynamic situation of Lake County and Polson. The important point is that the pace of change is increasing and there is little, if anything, that can be done to stop it. The status quo cannot be maintained. Planning is a method of understanding these changes, trying to anticipate what probably will happen in the future and then establishing some programs and policies to direct those changes toward common, community goals and objectives. This has seldom been done in the past. While major catastrophes have been avoided, such as major public health problems, extreme safety failures, or even substantial financial crises, the demands of the future cannot be met unless all economies are at least considered and given some priority

and the frictions of daily life -- travel, noise, etc. -- minimized. The planning program is an effort to do that.

Services, Trade and Manufacturing

The following tables and comments are included to give some other general trends in four specific areas of the Lake County economy. The tables, as well as the data from which they were derived, are not complete in every aspect, nor is the length of the series of data very long. But the tables do provide some basis for comparison of the trends in the County with those of the State.

Selected Services

The selected services summarized on the following table are largely those which are tourist oriented. The services included are: hotels, rooming houses, camps and lodging places; personal services; business services; auto repair, services and garages; miscellaneous repair services; motion pictures; and amusement and recreation services. The figures indicate that Lake County's receipts are growing at a faster rate than the State as a whole, and that the number of establishments is increasing, a sign of more investment in this sector. The payroll for the number of employees is low, with an average salary of less than $2,000 per employee.

According to the Upper Midwest Economic Study* the Flathead Lake area is the principal outdoor recreational area in Montana and in the entire western portion of the upper Midwest, with from one to two thousand seasonal homes in both Lake County and Flathead County. These figures, as well as those shown on the following table, suggest that Polson and Lake County have a solid and growing tourist industry that will support the economy even more in the future, but not without some problems, such as traffic and extended service requirements, public and private.

*John R. Borchert and Russell B. Adams, "Projected Urban Growth in the Upper Midwest: 1960-1975", Urban Report No. 8, September 1964, Upper Midwest Economic Study, Minneapolis.

TABLE 20 -- SELECTED SERVICES: MONTANA, LAKE COUNTY, 1954-1963

Area	Establishments			Receipts (000's)			Payroll (000's)		Employees
	1963	1958	1954	1963	1958	1954	1963	1958	1963
Montana	4,365	4,119	--	$100,358	$81,958	--	$24,403	$19,858	7,967
Lake County	79	78	68	$ 1,027	$ 716	$664	$ 168	$ 93	90

TABLE 21 -- RETAIL TRADE: MONTANA, LAKE COUNTY, 1954-1963

Area	Receipts (000's)			Establishments		
	1963	1958	1954	1963	1958	1954
Montana	$965,734	$862,577	--	7,797	8,261	--
Lake County	$ 13,096	$ 11,623	$10,719	180	177	186

Retail Trade

Retail trade, as selected services, receipts are growing faster in Lake County than in the State as a whole. The number of establishments is also up, but still not as high as it was in 1954. Retail trade, as a category, includes all establishments primarily engaged in selling merchandise to personal, household and farm users. It also includes, in the figures below, State-operated liquor stores. Retail trade is also a measure of, or an indicator of, tourist trade. It is also an indicator of income trends in the area. The 12 percent increase in the five years from 1958 to 1963 is a substantial gain. (See Table 21).

Wholesale

In general, wholesale activity in Montana has been sluggish in the 1960's in some respects. The number of establishments is now one percent and wholesale receipts increased only 11 percent from 1958 to 1963. Merchant wholesalers, merchandise agents and the farm products areas all showed increases. Manufacturers' sales and petroleum operations declined. (See Table 22).

In Lake County receipts were up 24 percent, while establishments declined from 17 to 13. The wholesale activity is a small but important sector of the local economy and is particularly important because of the current record of growth.

Manufacturing

Against a Statewide picture of small gains in value added* and a slight decline in manufacturing employment for the 1958-1963 period, Lake County has had solid gains in both areas as shown on the following table. The 500 percent increase in value added and a near three-fold increase in the number of employees suggests that productivity is increasing, an important characteristic of the area's competitive position in manufacturing. This recent growth, as well as growth in the other sectors of the local economy, suggests that the future economy in the area will be even more diversified and that each sector will be fairly firm in its operation. (See Table 23).

* The difference between the price of items purchased for manufacturing and the price of the finished product.

TABLE 22 -- WHOLESALE TRADE: MONTANA, LAKE COUNTY, 1954-1963

Area	Sales/Receipts (000's) 1963	1958	1954	Establishments 1963	1958	1954
Montana	$844,249	$762,943	$698,595	1,590	1,606	--
Lake County	$ 3,540	$ 2,855	Withheld	13	17	--

TABLE 23 -- MANUFACTURING: MONTANA, LAKE COUNTY, 1954-1963

Area	Employees 1963	1958	1954	Value Added (000's) 1963	1958	1954	Establishments 1963	1958
Montana	20,247	20,315	18,373	$236,230	$191,245	$141,234	976	929
Lake County	619	212	Withheld	$ 6,158	$ 1,206	Withheld	22	--

Sources of Economic Growth

There are no iron-clad methods of achieving economic growth and expansion faster than normal rates. Each economic region in the country is different and the prospects for each are different. There are always some general guides for development that have been proven successful and there are limitations on what to expect.

What are some of these general approaches? In each community there is going to be some portion of total income saved or invested. This is generally in the upper income groups, but not exclusively, and the savings in the lower income groups should not be discounted nor treated as insignificant. If that money is invested locally in businesses or in the bank (which is treated separately below), it means that the citizens of the area are providing the economic push for the expansion and development of local industry and business. It means they have a stronger interest in the growth of the community. If they invest outside the community, as surely some will and in fact must, it means that funds are not available to expand local capital investment. So local investment is one means of increasing economic growth locally.

Banks have a particularly important function here, too. If they are vitally interested in local growth and expansion, they will be more liberal in their lending policies to local businessmen, within the limits imposed on the bank. The bank will also serve as a check point for the re-investment of local funds since they will have to be satisfied that borrowed money is going to be used in an area of expansion that shows reasonable chances of success. The ordinary private investor is not able to do this usually.

Before either of these sources of investment can act, however, there must be an alert and aggressive business community clamoring for these funds. They must be on the lookout for new services or goods that they can provide to local customers or those who come to the city. Industrial firms must be on the lookout for new steps that they can add to their operation to increase even further the value of the products they send out for sale. Other groups must be seeking ways of attracting new customers into the city or market area.

Simply stated, there must be both a local demand and a local source for economic expansion. Polson must want to expand

before it will expand. Yes, it will grow some, just by inertia. But the decision to grow should be overt, direct and calculated; not just accidental, almost un-noticed and perhaps not even welcomed.

There are some limits to economic expansion in the Polson area. One of them is raw materials. There are only so many resources available in the area, mainly trees, but that only provides opportunities in certain areas. But aren't there some opportunities for further work on the lumber products that are shipped from Polson? For example, couldn't the lumber be taken just one step into, say furniture frame production, or some other kind of fabricated product?

Another limitation is the market. Products manufactured in Polson have to be shipped to larger markets and the cost of transportation may give other manufacturers of the same product distinct advantages in price. Since Polson and the County are not a sufficient market by themselves, other markets are needed.

Skills and labor force quality are another problem for economic expansion in Polson. While good numbers of workers at all levels are available in Polson, it is hard to attract those specialized skills that would really give the Polson area a greater opportunity for economic advantage. In the modern shifting of population, the metropolitan areas have a decided advantage for most of the specialists.

Finally, there are some things that Polson can do as a public entity or community. Most of the above items are really directed toward the so-called private sector. As a community, Polson must or should do some things that will make the city more attractive to those who come there, make them want to stay longer or feel more inclined to spend more money there. A city can express some pride in various ways, both collectively and individually. Clean streets, trash-free yards and open areas, both residential and commercial or industrial, well-maintained buildings and at least some indication of modernization. Utilization, or at least protection, of certain natural or other scarce resources such as the waterfront or the lake itself is also an indication of pride in the community and concern for its natural features that help make it unique. There is in Stewart Udall's book, "The Quiet Crisis", a long explanation of the traditional concept that the American Plains Indians had toward land. They did not feel,

nor have any institution to convey ownership of land; they merely took care of it, as custodians, so that it would be as useful to the next generation as it was to them. Udall calls for a resurrection of that tradition in America and it would be a good idea to see how it could be applied locally.

Order and development in a city are not always easy to control or achieve, but insofar as it is possible, it gives the community the appearance, if not the fact, of direction and foresight, as well as discipline. One might argue that it takes away the spontaneity or freedom in a city that makes it interesting and that we decry so often in well planned urban projects. It is a fine line between real creativity and imagination, both of which are necessary in a disciplined environment, and mere variety, a function not of creativity but of accumulation. In any case, there are a wide range of public actions that can give a community a more attractive image to those who see it.

Finally, there are some situations that simply come along and all a community has to do is be ready and alert and make the most of them. Such things as the coming of the college is such an example. There are a number of economic advantages to the city in such a college development, such as the increased number of visitors to the city and the extra spending of the students and faculty. It also expands the educational opportunities of the community's students at greatly reduced costs and expands the entertainment and other leisure time activity potentials of the city. There are some advantages for the college as well, namely that a good service center exists for its needs, both institutionally and personally.

The foregoing analysis has attempted to point out the specific characteristics and trends in the economy of the Polson area for the last 25 years. Finally, it has attempted to indicate some things that can be done to expand the economy of the area at a faster rate than would be "normal", if that is a desirable goal in the city.

These are preliminary sketches. When the City-County Planning Board has made its findings on general community goals and objectives, some of the above remarks can be made more direct for the final copy. Other portions of the planning program that follow will attempt to translate these general suggestions

or other suggestions that will implement community goals and objectives in some specific action programs. The purpose of the above chapter, as of this entire phase of the planning program, is factfinding and analysis, not planning, which is the reason that much more time is spent on simply presenting information than in suggesting answers to specific problems.

This chapter on public utilities concentrates on water and sewer facilities in the City of Polson. During the last six years several reports, as well as implementing modifications, have been made of the Polson utility system. The following report will not attempt to review or update the detailed engineering studies that have been done. Our purpose here is to compare the present system with the long-range development prospects for Polson.

Briefly, there are approximately 700 dwelling units in Polson using water. Vacant land in the city, suitable for residential development, totals about 60 acres. Using 1/4 acre lots, total development could include approximately 240 more dwelling units, an increase of approximately 34 percent.

The Peterson Engineering Company report of July, 1965 was a comprehensive view of the overall quantity and quality of the city's water supply. General recommendation was for increased storage capacity to reduce the risk of running out of water during peak demands in the summer, or of reducing fire-fighting capacity to below adequate levels.

The report also stated that the water-user population in Polson was 4,000. This means that the city serves an area almost as large as the city outside of its own limits, or almost all of the Polson Census Division area.

If we try to account for growth in this area, any modifications of the present system would seem woefully inadequate.

In essence, the planning problem for utilities, water and sewerage, is this: Can modifications to the present systems handle the future growth in and around the City of Polson? Should Polson serve, or continue to serve, a wider area than its own area of jurisdiction? If the present facilities are not adequate for future growth in the planning area, how shall the needed facilities be financed and administered?

In terms of overall growth, there seems to be little doubt that the water service area in and around Polson will more than double in population in the next 20 years. First of all, there will be 2,000-3,000 college students, plus a faculty during the day and perhaps in the evening. Even a modest growth around the college would bring the total to another 4,000 water users. Such a growth would also increase, though probably not quite double, the non-residential water users and volumes in the area.

Our population forecast for the Polson Census Division is approximately 9,000. This did not count the student population, which must be served with water for approximately nine months of the year, and some part of the student population for three months. Thus, the planning requirements for water are for a total population of 12,000 persons.

The major question to be answered is what part of that population is going to be served with "Polson" water; the same question applies to sewage treatment. It is not the intent of this report to answer that question, but before final plans can be made and a capital improvements program outlined, we must have the answer from the community.

There are several alternative ways of providing water for the population expected in the area. If the entire planning area population, including students, is to be served, the lake is probably the best alternative. If only the city were to be served in the future, the existing supply and facilities would probably suffice. If some portion of the planning area were to be served in addition to the city, then some combination of mountain and lake water, or just lake water would be required. The service area question is the most important; who shall be served?

Introduction

What are the basic human needs in a modern city: housing, food and consumer goods, utilities, employment and a chance to meet with other members of the community. It is the facilities for this latter category that the study of community and public facilities examines to see if there is an adequate amount of them in the city, which ones might be desirable in the future and where they should be located in the city.

The following chapter examines the community or public facilities in Polson in three main sections: General Description, Polson's Existing Facilities and Planning-Development Issues.

General Description

Community facilities are buildings or land used communally. This includes schools, libraries, golf courses, parks, churches, fire stations, city halls and many others.

Within the general category of public and private community facilities there are:

1. Social Associations

    a. Business
    b. Fraternal
    c. Charitable

2. Religious Organizations - churches and related facilities

3. Educational Facilities

    a. Pre-school
    b. Elementary
    c. Secondary
    d. College
    e. Vocational

4. Medical Facilities

    a. Hospitals
    b. Nursing homes

5. Government Facilities

    a. Postal
    b. Military
    c. State, county, city and federal

6. Cultural

    a. Libraries
    b. Museums
    c. Art galleries

7. Athletic-Recreational Facilities

    a. Botanic gardens
    b. Parks
    c. Golf courses
    d. Race tracks
    e. Fairgrounds
    f. Swimming pools
    g. Playgrounds
    h. Camps
    i. Gun ranges
    j. Marinas
    k. Theaters
    l. Tennis courts

Each of these could be further characterized by several more qualifications:

1. Natural or man-made facilities.

2. Public or private.

3. Seasonal or year-round.

Existing Facilities

How do Polson's facilities compare with the general list? Polson has four social organizations; all are south of the business district.

There are 16 churches on six and a half acres or about two percent of the land in the city. Most are in the north part of the city; 13 are above 7th Street.

There is one elementary and one high school. These two schools now own 16 acres, almost half the total public land in the city; more than the amount of land in industrial use and almost as much as that in business use.

The hospital and the nursing home are in the south part of the city.

The government offices are primarily in the central business district, as are the cultural facilities.

Almost nine acres are in parks. Two parks are on the lake; one is across the highway from the lake; two are in the south part of the city. The golf course, fairgrounds and marina are in the Polson environs.

Planning and Development Issues

As the population in the city and in the area around the city grow, there will be a natural need for more community facilities strictly because of an increase in numbers. It will be necessary, therefore, to have some general conception of the total picture of the community facilities and to see what priority should be established for each of them.

Because of population increases, there will be a need for the following facilities:

Educational

Medical

Governmental

Recreational: Public and Private

Others: Churches, Fraternal, Service

While the exact amount needed is hard to estimate and there is no serious requirement to do so, the population will about double, and it might be safe to assume that the need for community facilities will do approximately the same thing. While most of these listed immediately above are

basic requirements, there is a long list of other facilities that are, you might say, "optional".

The key problem for the coming plan-making phase of this project is what facilities does the city want, particularly public facilities. There are few national standards that give us much help in answering the question or in telling what a city should have. Whether the city wants or can afford a large park, is a matter of local preference, not one of planning and recreational standards. Once some list of priority items has been established, then some general guides for location, development and accessibility can be selected as part of the plan.

These questions can only be answered by the members of the community. There may be some difficulty, for example, since the economy of the city may change and provide an opportunity for more facilities in the future than had been anticipated, or the reverse may happen as well. It is important that some priorities be established as well as some general development policies, then we can be flexible for any deviation from our forecasts and estimates.

In summary, the city, public and private, must decide what facilities it wants and in what priority. Once this has been established, the community facilities part of the comprehensive plan can be completed.

The Survey and Analysis is an intermediate document. The most important document, the end product, is a Development Plan for Polson and the surrounding area. Having made the Survey and Analysis, there are some general considerations that, from a technical point of view, deserve some attention. These are problems, potentials or simply a novelty that will require policy decisions in the plan-making phase of the project. They are introduced here so that they can be pondered for as long a time as possible, and so that the Survey and Analysis Report has more direction. Without these points, the Report would leave you asking, "So what?".

What are some of the major questions in making a plan or outlining a development policy for the city and the county area around Polson?

Public services show little consideration for political boundaries. For example, city water is provided even to those outside the city. The school district is not related to the city's boundaries. Ideally, multi-purpose service boundaries should be established. After all, what are CITIES? This will be a problem that will permeate many of the more specific issues facing the city and county in establishing a plan and development policy.

This is somewhat of a universal problem in the United States and is particularly acute in metropolitan areas. In the American system, planning works within the political framework, not above it or outside of it, so we will not be proposing that the entire governmental framework of the area be reorganized. There can be some incremental changes though that would improve the situation if the people and the official people, i.e., the elected officials of the city and county, recognize the circumstances as a problem and want to do something about it.

Transportation is another aspect of the development program that may need some serious thought as well as imaginative solutions. There are several major forces that bring this problem to the surface. One is the need of access to the new college. Because of its physical size and the intensity of activity that is associated with colleges, traffic will be a major problem. In addition, as tourism grows in the area, it will increase traffic. In order to service tourists as well as to service local activities, the transportation system needs some clarification, if not modification.

General residential development is tending to disperse in the area. The city itself is rather loosely developed, but that is not unusual where land is plentiful. While we will not assail the market, that is, the individual choices of home-buyers as well as the development business, savings can be achieved if the development can be satisfactorily guided in certain directions and within some limits.

As the area grows, there will be a need for much more commercial space, including offices. In order to protect the existing commercial core, or to provide an economical alternative, the location and accessibility of new commercial space should be well thought out in advance, not merely left to ad hoc decisions. If this policy of ad hoc decisions were adopted (even implicitly), the prime tax base of the city would be threatened as well as the economic strength of the individual businesses.

Polson has a good basic "set" of community facilities, both public and semi-public. It also has a considerable natural environment that provides ample recreational opportunities that somewhat reduces the need for man-made facilities. As the area grows, however, there will be a need for more facilities, public and private. Since these facilities or areas are going to be used by the entire community and not just the city-citizens, they should be planned and located with the widest possible perspective.

Finally, since the Plan will not anticipate every possibility in the development of the area, there should be some general policies established that will give a basis for making specific decisions. That is why this Report and subsequent Reports refer to development policies, not just a "plan".

In summary form, then, the major problems that we see are these, or these sets of problems:

As the area grows, how can we organize the public services and organizations, such as the city or county operations, so that they can provide adequate public services and facilities in an economical fashion?

How can the transportation system be modified to handle both local needs as well as a growing tourist business-industry?

What land use patterns do we want in the area and where shall the major focal points be located? Major focal points are the business core, the community facilities and the public or civic center.